

CITY OF BELLEVUE  
CITY COUNCIL

Summary Minutes of Extended Study Session

May 14, 2001  
6:00 p.m.

Council Conference Room  
Bellevue, Washington

PRESENT: Mayor Mosher, Deputy Mayor Marshall, Councilmembers Creighton, Davidson, Degginger, Lee<sup>1</sup>, and Noble

ABSENT: None.

1. Executive Session

Deputy Mayor Marshall opened the meeting at 6:01 p.m. and announced recess to executive session for approximately 45 minutes to discuss one item of potential litigation and one item relating to labor negotiations. The study session reconvened at 7:10 p.m. with Mayor Mosher presiding.

2. Oral Communications

- (a) Ken Schiring, Planning Commission Chair, noted that Commissioner Pat Sheffels will present the Commission's recommendation regarding parking on lawns under Agenda Item 3(f). Mr. Schiring expressed concern that the Commission's recommendation addresses the symptoms of a problem without presenting a real answer to the dilemma. He feels the problem of parking on lawns results from the practice of converting single-family homes into rooming houses occupied by multiple adults with vehicles. He is concerned that restrictions against parking on lawns will result in more cars parked on residential streets. He encouraged Council to review the City's technical definition of a "family" as it relates to this issue.

3. Study Session

- (a) Proclaiming the week of May 13 as Police Week and May 15 as Peace Officers' Memorial Day

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<sup>1</sup> Mr. Lee arrived at 6:25 p.m.

Mayor Mosher read a proclamation declaring the week of May 13-19, 2001, as Police Week in Bellevue and May 15, 2001, as Peace Officers' Memorial Day. Police Chief Jim Montgomery received the proclamation and noted that approximately 150 men and women throughout the United States lose their lives in the line of duty every year.

(b) Council New Initiatives

There was no discussion of this agenda item.

(c) Bellevue Crown Center Proposal

City Manager Steve Sarkozy introduced the presentation of a proposal for a public/private partnership. He said the City did not solicit the proposal and has not yet had an opportunity to review the concept or its financing plan.

Michael Tuckman, Eastside Sports and Entertainment, described his vision for a downtown civic center, Bellevue Crown Center, with three elements: 1) 2,000-seat performing arts center, 2) 7,000-seat sports and event center, and 3) 1,000-car commuter parking garage. The desired location for this project is a 3.36-acre site adjacent to Meydenbauer Center at the corner of 112<sup>th</sup> Avenue NE and NE 6<sup>th</sup> Street, currently owned by the City of Bellevue and King County. Mr. Tuckman said the proposal suggests that the City of Bellevue acquire the entire site.

Mr. Tuckman described elements of the proposed performing arts center:

- 2,000 seats on three levels,
- concert and live theater events,
- stage support and rehearsal space,
- executive/administration office space,
- and central box office and retail space.

The sports arena/events center would feature:

- 7,000 seats on three levels,
- 80 private suites on two levels,
- interior concourse,
- two-level sports bar (open daily, not just during events),
- and multi-level underground parking garage (available for non-event public parking during the day, Monday through Friday).

Mr. Tuckman said under this proposal, the City of Bellevue would own the parking garage and the performing arts center. Eastside Sports and Entertainment would own and operate the sports/event arena and essentially become a tenant of the City. Mr. Tuckman said Eastside Sports and Entertainment would provide professional basketball, hockey, indoor football, soccer, and tennis in the arena. The company has formed a nonprofit foundation called Puget Sound Sports Hall of Fame that would operate a museum within the proposed development. Additional amateur sports events are planned such as high school basketball tournaments, youth and adult

ice hockey leagues, and public ice skating. Potential events include live concerts, ice shows and competitions, boat shows, automobile shows, home shows, and corporate parties/events. Mr. Tuckman said the center would complement Meydenbauer Center's current convention and meeting facilities.

Mr. Tuckman displayed and described drawings of the proposed arts and sports center, noting that the sports arena and parking facilities will help subsidize the performing arts center. He reviewed a preliminary funding scenario for the performing arts center: 1) \$15 million generated through naming rights, 2) \$25 million contribution from City of Bellevue, and 3) \$25 million through private fundraising. Mr. Tuckman reviewed the following funding sources for the sports arena: 1) \$40 million generated through naming rights, 2) \$15 million in tenant leases, 3) \$25 million in commercial loans, and 4) \$25 million through private fundraising. He emphasized that taxpayers' monies would not be used for the sports/event arena. The estimated cost of a 1,000-space parking garage is \$30 million. Mr. Tuckman said the parking garage bonds would be primarily repaid with parking revenues and venue admission tax revenues. He estimates the garage can generate approximately \$2.5 million annually.

Mr. Tuckman summarized that Eastside Sports and Entertainment would contribute naming rights, tenant leases, commercial loans, and private fundraising for a total of \$105 million. Under the proposal, the City of Bellevue would sell bonds to finance the performing arts center and commuter parking garage for a total contribution of \$55 million. Mr. Tuckman reviewed the project's development team:

- Developer – Bellevue Crown Center Development, LLC
- Design – LMN Architects, Seattle (projects include Benaroya Hall, Seattle Opera House, Hec Edmundsen remodel)
- Pre-construction services – M.A. Mortenson, Bellevue
- Legal and bond counsel – Perkins Coie LLP, Bellevue
- Investment banking – Lehman Brothers, Seattle
- Arena operations – Eastside Sports and Entertainment, LLC
- Non-sports events – Eastside Live Events, LLC.

In response to Mayor Mosher, Mr. Tuckman reiterated the suggestion that the City of Bellevue acquire King County's half of the proposed development site. Bellevue Crown Center Development would then construct the project and become a tenant to the City through a long-term ground lease for the use of the land.

In response to Mr. Degginger, Mr. Tuckman said the City would retain ownership of the land and share in revenues generated by the facility including sales tax collections and ground lease payments. In response to Mr. Lee, Mr. Tuckman said additional revenue sources associated with the facility include naming rights, parking, concessions, and private suites.

Mayor Mosher thanked Mr. Tuckman for his presentation.

(d) Sister City Affiliation Policy Update

Mr. Sarkozy recalled that Council directed staff in January to review the City's Sister City policy and selection criteria. Deputy City Manager Ed Oberg said staff met with representatives of the Bellevue Sister Cities Association (BSCA) who provided input and support staff's proposed changes.

Judy Louisell, Sister Cities Program Administrator, noted the revised resolution regarding the Sister City Affiliation Policy beginning on page 3-5 of the Council packet. The proposed resolution has been revised to clarify the statement of objectives and selection guidelines. A provision has been added for a 45-day review period by both the City and BSCA to determine whether there is sufficient interest for the petitioning city to continue with its application.

Dr. Davidson expressed concern that section 2, Selection Guidelines, contains too many items. Ms. Louisell noted the opening paragraph to section 2 which acknowledges that the factors are subjective in nature and to be used as general guidelines, not requirements, in the selection process. Mr. Noble is pleased with the criteria and feels the section helps clarify the objectives of the program.

Mr. Creighton shares Dr. Davidson's concern and suggested that items 4 (regarding similar infrastructure challenges and geographic conditions) and 5 (regarding the city's role in the region) of section D are unnecessary. Mr. Noble concurred.

Mr. Lee feels that community interest represents sufficient justification for selecting a Sister City. His primary concern is financial accountability and whether the City can support additional Sister City relationships. Referring to the Selection Guidelines, Mr. Lee suggested eliminating item F because it is too subjective and item G because it gets into politics.

Mr. Degginger suggested that the Statement of Objectives section should refer to Bellevue citizens specifically since the City provides financial and staff support for the program. There was general agreement to change the references to "citizens who live and work in Bellevue."

Deputy Mayor Marshall is comfortable with the Selection Guidelines as written. She sees them as general tools to assist in the selection of a Sister City and not as requirements that must be met by each applicant.

In response to Mr. Lee, Ms. Louisell said she researched a number of Sister City policies from other jurisdictions and found them all to be quite broad and less specific than Bellevue's policy.

Mr. Oberg said staff will revise the policy based on Council's discussion and return for final discussion and approval.

(e) Tong Xiang, China, Sister City Application

Ms. Louisell recalled staff's presentation to Council in January regarding a Sister City application on behalf of Tong Xiang, China. Staff recommends that this application does not represent an appropriate Sister City match based on the policy and objectives just discussed with Council.

Mr. Lee said the Selection Guidelines discussed tonight by Council have not been adopted and therefore should not be used in evaluating this application. He noted that the BSCA supported the petitioner's original application.

- ➡ Mr. Degginger moved to deny the application of Tong Xiang, China, for Friendship City status, and Mrs. Marshall seconded the motion.

Mr. Creighton expressed concern that Tong Xiang is a huge city with few similarities to Bellevue. He feels this application does not meet either the current or proposed selection criteria contained in the Sister City policy.

Mrs. Marshall noted that Bellevue currently has two Sister Cities in Asia. She would like to consider future Sister Cities that reflect other parts of the world and represent the citizens of Bellevue such as a Hispanic/Latin city. Mr. Degginger is also interested in broadening the geographic distribution of Bellevue's Sister Cities.

- ➡ The motion to deny the application of Tong Xiang, China, for Friendship City status carried by a vote of 6-1, with Mr. Lee dissenting.

Mayor Mosher declared a break and 8:46 p.m., and the meeting resumed at 8:55 p.m.

(f) Land Use Code Amendment to Prohibit Vehicle Parking on Lawns

Legal Planner Carol Helland presented a proposed Land Use Code amendment that would prohibit vehicle parking on lawns and landscaping. The recommended ordinance is included in the Council packet (Page 3-26) and requires vehicles to be parked on driveways or screened from view. Parking and circulation areas must be hard surfaced. Ms. Helland recalled Council's concern that some residents might pave large areas of their property to be used as parking areas. The Planning Commission's review concluded that the cost associated with paving would likely discourage most residents from taking such action.

Planning Commissioner Pat Sheffels said the Planning Commission conducted its review in two phases. Originally a somewhat restrictive ordinance was presented for public comment and those who testified were split in half between those who were concerned about neighborhood quality and those who defended individual property rights. The Commission reevaluated the ordinance and developed a version referred to as Alternative A, which the Commission recommends for adoption. The recommended ordinance includes screening requirements and was received more favorably at a second public hearing. Ms. Sheffels noted that many residents would like the City to take a more proactive code compliance enforcement approach.

Mr. Degginger thanked the Planning Commission for addressing this issue. He feels the Commission's proposal offers a positive compromise with options for residents.

Mrs. Marshall would like to allow gravel driveways if they conform with the character of the neighborhood. In response to Mayor Mosher, Planning and Community Development Director

Matt Terry explained the City's concern about gravel entering the street. He said this can be mitigated by providing a paved apron between the gravel and public right-of-way.

Mr. Noble questioned whether the proposed amendment bears a substantial relationship to the public's health, safety and welfare. Ms. Helland said a fundamental basis of zoning is protecting the attributes of a city and its neighborhoods. This issue represents the potential to create a detriment and harm over time, and the proposed ordinance provides a mechanism to address this potential harm. In response to Mr. Noble, Ms. Helland said property maintenance ordinances addressing a wide range of items, such as the maximum height of grass/lawns, have been successfully adopted across the country. She said King County and many local jurisdictions within the county have ordinances to prohibit parking on lawns.

Mr. Creighton asked Ms. Sheffels to address Mr. Schiring's comment that more cars will be parked in the street if the proposed ordinance goes into effect. Ms. Sheffels said the Commission discussed this issue and generally agree with Mr. Schiring. She noted, however, that cars cannot be parked in one spot for longer than 24 hours at a time. Mr. Creighton expressed support for the proposed ordinance.

Council directed staff to prepare a Land Use Code amendment for action at a future Council meeting.

(g) Public Safety and City Hall Campus Planning Efforts

Mr. Sarkozy recalled previous Council discussions regarding the need for a public safety facility. Frank Pinney, Facilities Planning and Development Manager, said staff and consultants have been working with a steering committee to develop and evaluate alternatives for consolidating police and potentially other public safety functions into one facility. Members of the steering committee are Deputy City Manager Ed Oberg, Police Chief Jim Montgomery, Fire Chief Pete Lucarelli, PCD Director Matt Terry, Utilities Director Lloyd Warren, and Interim Finance Director Gary Ameling. Mr. Pinney introduced Susan Harper, Project Manager, and Jim McClaren of McClaren, Wilson and Lawrie, Inc., an architectural planning firm specializing in public safety facilities.

Mr. McClaren described his analysis to determine whether efficiencies could be gained by co-locating public safety functions. The facility contains two major components: 1) basic public safety functions including 911 communications center, Police Headquarters, and Emergency Operations Center, and 2) Fire Headquarters and Courts/Probation. Mr. McClaren noted that the Police Department is currently experiencing crowded conditions in facilities scattered throughout the city. In order to develop recommendations regarding space needs, Mr. McClaren said meetings were held with each functional group to discuss their needs. Results were compared with other cities around the country to determine a reasonable size/square footage.

Mr. McClaren summarized square footage requirements for the following components:

	<u>Current Square Footage</u>	<u>Total S.F. needed</u>
Police Headquarters	43,698	58,230
Emergency Operations Center	2,732	3,314
Fire Headquarters	6,274	10,223
Courts/Probation	20,815	25,243

Mr. McClaren described ongoing growth in Bellevue's residential and employment populations. Four benchmark cities considered to be most like Bellevue provide 237 to 312 square feet per employee for similar public safety facilities. Mr. McClaren recommends proceeding with a consolidated public safety facility containing approximately 242 square feet per employee. Next steps include:

- Seek Council concurrence regarding appropriate size of a facility.
- Evaluate potential sites, both on and off the City Hall Campus, in terms of needs, customer service, and parking impacts.
- Evaluate site and financial impacts for Fire Headquarters, Bellevue District Court, and Probation Services.
- Prepare preliminary budgets for each site and corresponding financing plans.

McClaren requested Council approval to proceed with the site and budget analysis, which could be completed as early as this fall.

In response to Councilmember Creighton, Mr. McClaren said it is beneficial for both staff and the public to consolidate public safety functions within one facility. Mr. Creighton questioned the feasibility of converting an existing office building into a public safety facility. Mr. McClaren described an example in which the City of Tacoma had been given property that included a former warehouse store building. His firm's analysis of this building as a potential public safety facility found that hospitals and police/fire stations are classified as essential by the Building Code, which imposes higher structural standards associated with the design and planning of such facilities. Another issue is that former retail stores generally have the majority of parking in front of the building, while public safety facilities are designed with minimal parking in front and most parking located behind the building. Mr. Pinney said staff is looking at existing structures and will continue to explore and evaluate these options.

In response to Mr. Degginger, Mr. Pinney and Ms. Harper described how square footage per employee is calculated. Ms. Harper explained that the office/space requirements for public safety personnel are similar to those of employees throughout all City departments. The Police Department has specific needs as well to accommodate special equipment such as the crime lab and 911 communications equipment.

In response to Mrs. Marshall, Mr. McClaren said the benefits of consolidating public safety functions include shared access to the Emergency Operations Center and supporting infrastructure such as emergency generators and security measures. He said it is important, however, for each public safety department/function to maintain its own identity.

- ➡ Mrs. Marshall moved to direct staff to complete the next phase of analysis for a proposed public safety facility, and Mr. Creighton seconded the motion.

Mr. Creighton agrees the City's public safety facilities are in need of an upgrade and expansion. However, he wants to be sure that size requirements are accurately calculated and justified.

Ms. Harper said she will provide a copy of the project's detailed programming document to Council. She noted that Attachment J, page 3-72 of the packet, provides a Space Type Summary.

- ➡ Mrs. Marshall moved to extend the meeting to 10:30 p.m., and Mr. Creighton seconded the motion.
- ➡ The motion to extend the meeting carried by a vote of 7-0.
- ➡ The motion to direct staff to complete the next phase of analysis for a proposed public safety facility carried by a vote of 7-0.

#### 4. Other Business

- ➡ Mr. Lee moved to reappoint Berta Seltzer to fill a four-year term on the Human Services Commission, and Dr. Davidson seconded the motion.
- ➡ The motion to reappoint Berta Seltzer to fill a four-year term on the Human Services Commission carried by a vote of 7-0.

Mayor Mosher noted that three Councilmembers will be unable to attend the May 29 Council meeting, which immediately follows Memorial Day weekend.

- ➡ Mrs. Marshall moved to cancel the May 29 Council Extended Study Session, and Mr. Creighton seconded the motion.
- ➡ The motion to cancel the May 29 Extended Study Session carried by a vote of 7-0.

At 10:03 p.m., Mayor Mosher declared the meeting adjourned.

Myrna L. Basich  
City Clerk

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